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ABSTRACT

The citizens of New York and their elected representatives have made a major commitment to campus child care. This commitment is expected to increase, despite state budget problems. As a result of this commitment, thousands of New York parents have gotten a college education or worked at public colleges and universities while their children received good care. State funding has created some bureaucratic difficulties, which are being eased. It is hoped these difficulties will be resolved by a joint effort of the state government, unions, and campuses. State University of New York and City University of New York groups; representatives from state agencies and organizations; early childhood professionals; and union representatives are advocating increased support for campus centers, including higher salaries and improved fringe benefits for campus child care staff. As of yet, all of the need for campus child care is not being met, nor is funding sufficient to provide stability and security to all campus child care operations. However, even in a difficult budget year state allocations for child care were increased slightly and support is expected to grow. A state campus child care organization will be formed this year to provide a network of support for centers and more strength to advocacy efforts. (RH)

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ONE STATE'S RESPONSE TO THE GROWING NEED FOR CAMPUS CHILD CARE:

A NEW YORK PARTNERSHIP INVOLVING

STATE GOVERNMENT, NEW YORK CITY, COLLEGES, UNIVERSITIES AND UNIONS

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ABSTRACT

The Governor of New York, the State Legislature, New York City, the unions, the State University of New York (SUNY) and the City University of New York (CUNY) have combined resources to support campus child care as important to the mission of the New York public higher education systems. The State Legislature has appropriated $21,500,094 since 1979 for child care for state employees, of which over 2 million has been allocated to state campuses, and $23,529,200 since 1984 for child care for students at New York public colleges and universities. of the need is not being met nor is funding enough to provide stability and security to all campus child care operations. However, even in a difficulty budget year, state allocations for campus child care were increased slightly and support is expected to grow.

ONE STATE'S RESPONSE TO THE GROWING NEED FOR CAMPUS CHILD CARE: A NEW YORK PARTNERSHIP INVOLVING STATE GOVERNMENT, NEW YORK CITY, COLLEGES, UNIVERSITIES, AND UNIONS

INTRODUCTION

The State of New York has provided $21,500,094 since 1979 to help provide child care for state employees, as a result of contract negotiations with the major unions representing state employees. Over 2 million of this fund has been allocated to state campuses for faculty/staff child care. Since 1984, the New York State Legislature has allocated $23,529,200 to help provide child care for students at New York public colleges and universities. These funds have made possible the establishment and maintenance of child care services for students, faculty and staff on 18 State University of New York (SUNY) state operated campuses, 25 SUNY community college campuses and 16 City University of New York (CUNY) campuses. CUNY has also received yearly funding for campus child care from the City of New York. Four more SUNY campuses, three of them community colleges, are in the process of developing campus child care centers using state grants.

Space, utilities and maintenance are provided for the campus child care centers by each campus which receives State or City child care funds. Many individual campuses provide other services and/or fiscal support for child care centers as a student service, as an employee benefit, and/or as part of academic programs.

The support of the Governor, the State Legislature, New York City, the unions, and the Central Administrations of CUNY and SUNY has helped to create a climate of acceptance for campus child care, not only because of the funding provided but also because of the clear message implied by that support: that campus child care is important to the goals of access and excellence in New York higher education.

CAMPUS CHILD CARE: NATIONAL TRENDS

Programs for very young children have existed on college campuses during most of the twentieth century as laboratory schools used for training and research, and as parent cooperative nursery schools for the children of faculty and students. Most of these have been half day programs intended to enrich a preschool child's experience, with only a few full day programs that also provided child care for parents working or in school.

The number of full day campus child care programs has steadily increased since the 1970's for several reasons:

- The number of students 25 or older, many of whom have children, has increased. Teenage parents, widowed or divorced parents, unemployed or underemployed adults have been enrolling for college educations as a way to a better life for themselves and their children. The majority of the parents needing child care to attend college have been women. According to Helen Blank of the Children's Defense Fund,

between 1970 and 1982, the number of women age 25 to 29 enrolled in college went up 249% and the number of women enrolled aged 30 to 35 rose 314%. (quoted in Greene, 1985)

- The increase in the number of single parents and the number of families in which both parents are working has created an unprecedented demand for child care. Colleges and universities have become involved both as providers of child care for their own employees (Mangan, 1988; Noble, 1988) and as providers of education and training for students planning to work in child care programs.
- The historical gulf between child care and other early education programs has narrowed considerably (Powell, 1988). Child care centers are now serving as training and research sites in addition to or instead of traditional half day nursery school laboratory programs. Full day programs reflect the reality of experience out in the community and therefore add important dimensions to preparing students for careers in early childhood and other related fields. Full day child care programs provide researchers with the opportunity for comparison studies of changing family life styles, of various models of child care, and of the effects of child care on children and families.

CAMPUS CHILD CARE ON PUBLIC HIGHER EDUCATION CAMPUSES IN NEW YORK

CAMPUS CHILD CARE AS A STUDENT SERVICE

As the number of college students who are parents of young children has increased, the provision of child care on campuses has become more and more important to the goals of access and excellence in New York higher education.

Since 1984, the Legislature of the State of New York has provided funds earmarked for child care to the State University of New York with 64 campuses (SUNY) and the City University of New York with 16 campuses (CUNY) to establish and maintain child care centers for the children of SUNY and CUNY students. These campuses include both community colleges and state operated colleges and universities. The campus child care centers are required to be incorporated as independent non-profit corporations to receive the child care funds.

SUNY and CUNY students, faculty and administrators have advocated successfully each year for increases in funding and changes in the funding guidelines to improve service and ensure survival of the campus child care programs.

State University of New York Campuses

The SUNY Central Administration Office of Student Affairs has the responsibility for administering grants to SUNY campuses, allocating funds

and monitoring use of them. This process has been assisted by two Child Care Advisory Committees of SUNY administrators and campus representatives, one for reviewing proposals from state operated campuses and one for reviewing proposals from SUNY community colleges. In 1989, a SUNY Child Care Coordinator was hired.

SUNY campuses have submitted yearly proposals for child care funding. From 1984-85 through 1987-88, those proposals were for start-up costs, both capital and operating expenses. Since the 1989-90 school year, allocations for the state operated campuses have been for operating subsidies only, using a formula based on child care center enrollment of children of students.

City University of New York Campuses

The Budget Office of CUNY Central Administration has had the responsibility for receiving and allocating state child care funds to CUNY campuses with the assistance of a Child Care Advisory Committee which includes CUNY Central administrators, campus administrators and campus child care providers. These funds were distributed in equal amounts to each campus for the first four years, although some special needs were considered at the end of the funding year if all the money had not been spent. For the last three years, proposals have been submitted and grants have been based on need as described in those proposals.

Because of the large number of adult students who need child care and the

limited space available for child care centers, most CUNY centers enroll only the children of students and can serve only a small percentage of those who need child care (Alger, Keyes, Poster, 1988).

Additional Sources of Support

All SUNY and CUNY campuses which get state child care funds are required to provide space, utilities and some maintenance for campus child care centers. Some campuses have received grant funding for new buildings or for renovation costs for existing space.

Some campuses provide the child care centers with additional services, additional funds, and/or college lines for child care staff. Centers that were in existence before the state child care grants were available are the ones most likely to receive this additional campus support, which is not part of current child care grant contracts. A small percentage of these centers are part of academic programs such as early childhood education or psychology. Direct support from the various campus budgets ranges from nothing to over $285,000 per year.

Some campus child care centers receive support from student fees, student government, and/or Faculty Student Associations. Community college child care centers with higher numbers of older students are most apt to get these student funds. Community colleges also have a diversity of funding from county and local sources which sometimes benefits campus child care centers

on those campuses. CUNY campuses receive funding from the City of New York. In addition, many low income students at community colleges and two year colleges of technology are eligible for child care subsidies from local Departments of Social Services (DSS) and the Vocational Education Act (VEA). DSS child care assistance is not available to students enrolled in four year or graduate programs. Advocates for adult students are trying to get this rule changed, charging that it unfairly limits the educational options of low income students.

Changes in Grant Guidelines

Even with state grants and these additional sources of revenue, campus child care centers on CUNY and SUNY campuses have struggled to survive and to maintain quality of care for children. Original state grants from the Legislature to SUNY and CUNY were designated for start up costs for the first three years. Grants were to decrease each year with all centers to be self-sufficient by the fourth year. Since the centers are required to have sliding fee scales and the majority of students with children are low income, most centers were unable to meet the self-sufficiency requirement. The Legislature removed it when fourth year (1988-89) funding was appropriated, approving the concept of continuing support for operating budgets.

As the number of campus child care programs increased each year, the funds allocated were not increased enough to cover both start-up costs for new

programs and operating subsidies for existing programs. It was clearly non-productive to jeopardize existing programs while providing for new ones so, in budget year 1989-90, the guidelines were changed to restrict present funding to operating expenses, allowing no grants for building or renovation unless already approved in previous funding years. All capital construction requests for child care must now go through the regular procedure for university capital projects.

In the 1990-91 SUNY budget request to the Legislature, a separate fund for capital costs to allow building and renovation of new space for campus child care was submitted in addition to the request for operating funds. The Legislature, faced with a second year of state revenue shortfall and budget constraints, approved only a slight increase in operating funds and no funds for capital costs. The request for capital funds will be submitted again for the 1991-92 year and advocacy groups are already working to build support for it.

Chart No. 1 shows the amount allocated each year since 1984 by the NYS Legislature for child care for students on state operated campuses and community colleges in the SUNY system. Chart No. 2 gives the amount of child care grants given to CUNY each year since 1984 by NY State and NY City.

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CHART NO. 1

STATE GRANTS TO SUNY CAMPUSES FOR CHILD CARE FOR STUDENTS

YEAR	STATE OPERATED	COMMUNITY COLLEGES
84-85	$750,000	
85-86	750,000	$500,000
86-87	825,000	575,000
87-88	1,065,000	1,065,000
88-89	1,260,000	1,065,000
89-90	1,535,600	1,065,000
90-91	1,658,600	1,165,000

Source for these figures was the SUNY Child Care Coordinator in the Office of Student Affairs at SUNY Central Administration.

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CHART NO. 2

NY STATE AND NY CITY CHILD CARE GRANTS TO CUNY CAMPUSES

	STATE		CITY	TOTAL
Year	Senior Colleges	Community Colleges	Community Colleges	
84-85	750,000	0	500,000	1,250,000
85-86	750,000	500,000	500,000	1,750,000
86-87	750,000	500,000	500,000	1,750,000
87-88	910,000	840,000	500,000	2,250,000
88-89	1,095,000	930,000	500,000	2,525,000
89-90	1,095,000	930,000	500,000	2,525,000
90-91	1,195,000	1,030,000	500,000	2,725,000

Source for these figures was the CUNY Central Administration Office of Student Affairs.

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CAMPUS CHILD CARE AS AN EMPLOYEE BENEFIT FOR FACULTY/STAFF ON STATE OPERATED CAMPUSES

In 1979, five years earlier than the first grants for campus child care for students, the State of New York began to provide funds and space to establish child care centers for children of state employees as part of the negotiated benefits agreement with employee unions. This included child care for faculty and staff on SUNY state operated colleges and universities. A separate corporation, Empire State Day Care Services, was set up to administer the grants and to assist and monitor centers receiving these funds. All centers applying for grants were required to be incorporated under ESDCS. Since 1988, the grants have been allocated and administered by the Labor/Management Committee of the Governor's Office of Employee Relations and centers are now incorporated as separate non-profit corporations. ESDCS still provides professional development assistance to child care staff of centers in state facilities.

Until the present 3 year contract which runs from April 1988 to March 1991, funds for state employee child care were restricted to start-up grants for equipment only with state facilities providing space, utilities and maintenance. In this latest contract there is recognition that centers with sliding fee scales based on income will never be entirely self-sufficient and provision for yearly enrichment grants to centers for non-personnel costs and staff fringe benefits. Not all SUNY state campuses with child care centers have requested employee related child care funds and agreed to

become part of the Labor/Management child care system. Those that do receive L/Mgt. funds serve faculty and staff and also provide child care for other state employees in their area if space is not filled by campus personnel. Faculty and staff on CUNY campuses and on SUNY community college campuses are not state employees and therefore not eligible for funding under the state employee union negotiated contracts.

Chart No. 3 shows the amounts allocated each year for state employee child care, the number of SUNY campuses participating, and the amounts allocated to SUNY campuses.

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CHART NO. 3
ALLOCATIONS TO SUNY CAMPUSES FROM NYS LABOR/MANAGEMENT COMMITTEE
FOR STATE EMPLOYEE CHILD CARE

CONTRACT YEARS	TOTAL CHILD CARE ALLOCATIONS	NUMBER OF SUNY CAMPUSES PARTICIPATING	GRANTS TO SUNY CAMPUSES
79-82	$107,550	0	
82-85	1,010,584	0	
85-88	2,879,000	8	291,486
88-91	17,503,000	14*	2,175,482
TOTAL	21,500,094	14	2,466,968

* one more expected to open in 90-91 school year

Unions represented in negotiations are the United University Professions (Faculty and technical assistants), Civil Service Employees Association, Council 82, and Public Employees Federation.

Source for these figures was the Labor Management Committee of the Governor's Office of Employee Relations.

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CAMPUS CHILD CARE AS A RESOURCE FOR ACADEMIC PROGRAMS

Support for child care centers as practicum or research sites varies from campus to campus and where such support exists, it comes from individual campus budgets. A few centers have college faculty or staff lines for their child care staff.

Many centers serve as practicum sites for one or several academic programs but receive no support from the academic budget, only space and some services. As contrast, laboratory half day programs are usually entirely or almost entirely on college budgets.

SUCCESSES AND PROBLEMS TO DATE IN ESTABLISHING AND MAINTAINING CAMPUS CHILD CARE ON NEW YORK PUBLIC HIGHER EDUCATION CAMPUSES

Percentage of Need Currently Provided

Thousands of New York State parents have been able to enroll in college and complete their degrees because of the availability of state subsidized campus child care. The sliding fee scales have made it affordable. The campus locations have made it accessible and have allowed parents to keep in touch with their children during times when they were not in class. Having quality child care available has eased parents' concerns about their children's welfare and let them concentrate on their education. A study of

student-parents in SUNY community colleges states that"data provided conclusive evidence of a strong relationship between the existence of campus based child care services and academic success of student-parents." (Fadale,1988, pg. iii)

As older faculty and staff retire, they are being replaced by younger employees, many of whom have young children. As a report prepared for AT&T documented, child care has become important to employers in recruiting employees, reducing absenteeism and increasing productivity, since good child care alleviates conflicts between parents' work and family responsibilities (Galinsky, 1986).

However, it is not possible with limited space and funds to meet more than a small percentage of the need of students, prospective students, faculty and staff for child care on many campuses. Some campuses have expanded their campus child care operations to include family day care home satellites. Some have no campus child care yet but offer referral services and/or vouchers for care subsidies.

Program Quality

Quality of child care programs on campuses varies with the resources and support available in each program and on each campus. Some centers have had excellent support from campus administration, others little support or even opposition. The space provided for child care on campuses ranges from excellent to poor, although all are licensed. Some have had good leadership

for their child care programs, some have struggled with inexperienced direction. Some child care centers have close ties with faculty of early childhood programs and practicum students provide part of the staff-child ratio as classroom assistants. Some centers get no assistance from academic programs and no student help.

Centers are being encouraged to seek accreditation from the National Academy of Early Childhood Programs to ensure program quality. Directors are receiving technical assistance and training.

Money has been allocated for staff professional development. Many early childhood professionals in the state are working to build ties between traditional academic programs and campus child care centers.

Centers on New York State campuses face the same major problem that other child care programs throughout the state and the country have, staff recruitment and retention. Because the centers have to be incorporated as separate entities to get state funds, they are not on the regular college budget and most staff are not college employees. Funding has not been sufficient or stable enough to pay child care staff equivalent salaries or provide equivalent benefits to those of other staff on campus with similar education, experience and responsibility.

Low salaries and meager fringe benefits make recruitment and retention of qualified staff increasingly difficult. On the campus of one of the colleges of agriculture and technology, the staff who take care of animals for the agricultural program (and who are union members) get paid more than the campus child care staff. Unions which have negotiated for child care

benefits are now seeking state employee status for child care staff. In many campus programs, however, salaries and benefits are better than those in most community child care programs. Where centers have college faculty or staff lines, salaries and fringe benefits are comparable to other college employees.

Bureaucratic Problems With State Government Funding

The dual system of child care grants to SUNY campuses, one for the benefit of employees and for one for the benefit of students, approved under separate legislative actions, has caused much bureaucratic confusion. The guidelines for the legislative act making funding available for child care for children of state employees state that centers must be operated primarily for the benefit of those employees. The guidelines for the legislative act providing funding for child care for students at public colleges/universities state that centers must operate primarily for the benefit of those students. It is clearly impossible for campuses who serve both groups to give 51% of the child care slots to each.
Consequently, when programs have been reviewed by the Legislative Commission on Expenditure Review, they have been found out of compliance with whichever act was being reviewed that year. In 1986 while reviewing funding for state employee child care, the LCER report charged that there were too many children of students and not enough faculty/staff children enrolled. In 1988 in reviewing funding for student child care, the LCER report stated that

there were too many faculty/staff children and not enough children of students enrolled!

Originally, SUNY and L/Mgt representatives cooperated to allow campus centers to submit only one proposal for both grants. Because of the problems of accounting to LCER for each of the two funding packages, campus centers must now make separate application for each and try to prove that each is used primarily for the population designated in that grant.

LCER also found fault with other aspects of enrollment procedures and operation because of lack of standard, organized, accurate center record keeping and because of some misunderstandings and misinterpretation by members of the Commission not familiar with child care operations. Training of child care center directors and improvements in record keeping and reporting will hopefully make future LCER reviews easier for centers and result in more accurate findings.

SUNY/CUNY CAMPUS CHILD CARE COLLABORATIVE

In October of 1988, representatives of CUNY and SUNY met to discuss ways of working together to build a positive climate and a stable support system for campus child care in New York. The result of that meeting was the formation of the SUNY/CUNY Campus Child Care Collaborative. Members include

- the CUNY and SUNY Vice Chancellors of Student Affairs
- the SUNY Director of Legislative Relations

- the SUNY Child Care Coordinator
- child care directors from both systems
- students from the Student Association of the State University (SASU)
- representatives from the State Education Department and the State Department of Social Services
- a representative of the Labor/ Management Committee of the Governor's Office of Employee Relations
- representatives of the New York State Child Care Coordinating Council and the New York State Association for the Education of Young Children

In bimonthly meetings, efforts of the group have focused on promoting better communication and cooperation among the organizations represented, and on advocacy for campus child care.

A particular focus has been on improving communication, understanding and working relations between campus centers and state agencies. Another priority has been enlisting the support of SUNY and CUNY administration for improved and expanded campus child care service.

The Collaborative joins the NYSCCCC and the NYSAEYC each year in providing information to child care providers on legislative issues affecting their programs and in encouraging them to participate in Day Care Day in March at the State Capitol in Albany.

CUNY administrators and child care providers and all of the organizations represented in the Collaborative are invited to the annual SUNY Child Care

Conference at which the Collaborative holds an open meeting for all conference participants.

A NEW INITIATIVE: A STATE CAMPUS CHILD CARE ORGANIZATION

At the Spring 1989 SUNY Conference, the possibility of a state campus child care organization, affiliated with the National Coalition for Campus Child Care, was discussed at the Collaborative meeting. After the conference, questionnaires were sent to all conference participants asking whether they saw a need for such an organization. Over 60% of the questionnaires were returned, all favorable to the formation of the state group.

Campus child care directors from private New York colleges were invited to participate in the 1990 SUNY conference and included in the discussion of whether to start a state campus child care organization. Again the response was positive and a steering committee was formed. A proposal will be drafted in the fall, sent out to campus centers and administrators for comments and an organizational meeting will be held at the 1991 conference. Although there is no provision for affiliates within the National Coalition for Campus Child Care, other states have formed statewide campus child care organizations that are active in the Coalition, which supports them with technical assistance. It is expected that the New York group will not only work together on NY state issues affecting their centers but will also cooperate with the Coalition and groups in other states on advocacy issues and legislative initiatives that impact on programs nationwide.

SUMMARY

The citizens of New York and the representatives they elect have made a major commitment to campus child care which is expected to increase, despite state budget problems. This commitment has made it possible for thousands of New York parents to get a college education or work on public college/university campuses while their children receive good care.

State funding has created some bureaucratic difficulties which are being eased and hopefully will be resolved as the state government, unions, and campuses work together.

SUNY/CUNY groups, representatives from state agencies and organizations, early childhood professionals, and union representatives are advocating for better support for campus centers, including better salaries and fringe benefits for campus child care staff. Qualified staff are important in ensuring quality care for children and good resources for academic programs in disciplines that train students to work with children and families.

As yet all of the need is not being met nor is funding enough to provide stability and security to all campus child care operations. However, even in a difficulty budget year, state allocations for child care were increased slightly and support is expected to grow. A state campus child care organization will be formed this year to provide a network of support for centers and more strength to advocacy efforts.

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